	UNITED STATES DISTRICT COURT DISTRICT OF MASSACHUSETTS	filing fee paid:
		RECEIPT # 404280
KARAMJEET S. PAUL,)	AMOUNT \$ 5.00
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Petitioner)	DATE3/11/0H
		,
vs.) Samol of the civil act	ION No.
DAVID L. WINN, Warden)	
Federal Medical Center,)	
Devens,)	207
	04-40	036
Respondent.)	
)	

PETITION FOR WRIT OF HABEAS CORPUS PURSUANT TO 28 USC \$2241

THE PARTIES

- 1. The Petitioner is a citizen of the State of Connecticut, presently being held in incarceration at the Federal Medical Center, Devens Camp ("FMC Devens Camp") in Ayer, Massachusetts.
- 2. The Respondent is the Warden of the FMC Devens Camp and is the proper party to this 28 USC \$2241 habeas corpus action.

JURISDICTION AND VENUE

- 3. The jurisdiction of this Court is founded under the provisions of 28 USC §2241.
 - 4. Venue of this Court is founded under 28 USC \$1391(e).

STATEMENT OF THE CASE

5. The Petitioner seeks the Court to enjoin the Respondent from limiting the Community Corrections Center ("CCC" or "Halfway House") eligibilty of the Petitioner as per the policy set forth in a Memorandum dated

December 20, 2002 (the "12/20/02 Memorandum"). The Petitioner also seeks the Court to direct the Respondent to grant to the Petitioner, as he would have received, placement in CCC six (6) months prior to his statutory release date before being allowed during the last ten (10) percent of his term to be placed in home confinement.

The 12/20/02 Memorandum contains a directive to the Respondent which has the effect of changing the date on which the Petitioner would become eligible for consideration for transfer to a CCC from at least as early as August 11,2004 (six months before his Projected Release Date of February 11, 2005) to a date no earlier than November 25, 2004 (his Projected Statutory Release Date less ten percent (10%) of his sentence to be served). The Petitioner asserts that such a change is based upon an erroneous interpretation of law applied to a very well-established policy. The Petitioner also asserts that the change was implemented without compliance with the notice and comment requirements pursuant to 5 USC §553 (the "Administrative Procedure Act" or "APA"). The Petitioner also asserts that such a change would violate the Petitioner's rights not to be subject to an expost facto application of law in violation of Article 1, Section 9, Clause 3 of the Constitution and not to be deprived of liberty or property without due process of law in violation of Article V of the Amendment to the Constitution.

THE FACTS

- 6. On November 6, 2002, the Petitioner was sentenced by the United States District Court for the Northern District of Ohio to a term of confinement of thirty (30) months.
- 7. On December 10, 2002, the Petitioner reported to the correctional facility designated by the Bureau of Prisons ("BOP"), the FMC Devens Camp in Ayer, Massachusetts, and commenced his sentence.
- 8. On December 10, 2002 and again in January 2003, the Respondent caused to be issued to the Petitioner an Admissions and Orientation Inmate Handbook (Revised: January 1, 2002) ("A&O Handbook"), which contained on Page 25, the following:

"RELEASE

• • •

Community Corrections Center ("Halfway House"): The purpose of a Community Corrections Center (CCC) is to provide inmates a positive transition from the Institution to a community based correctional setting and to final release. The length of stay in a center is determined by individual needs, availability of services in conjunction with institutional adjustment and instant offense behavior. Placement in a CCC facility will generally range between thirty (30) and one hundred eighty (180) days. The exact range of a placement is determined on a case by case basis.

....

Upon information and belief, A&O Handbooks containing the "Release" statement quoted above are being issued to new inmates at FMC Devens Camp at least as of the date of filing of this Petition.

9. On December 10, 2002, and upon information and belief, continuously until at least the date of filing of this Petition, the BOP had in effect "Program Statement Number 7310.04, Date: 12/16/98, SUBJECT: Community

Corrections Center (CCC) Utilization and Transfer Procedure" ("PS 7310").
PS 7310 states the following in Section 5, Pages 3 and 4:

"5. STATUTORY AUTHORITY. 18 USC \$3624(c) provides:

'The Bureau of Prisons shall, to the extent practicable, assure that a prisoner serving a term of imprisonment spends a reasonable part, not to exceed six months, of the last ten percent of the term to be served under conditions that will afford the prisoner a reasonable opportunity to adjust to and prepare for the prisoner's reentry into the community. The authority provided by this subsection may be used to place a prisoner in home confinement. The United States Probation Office shall, to the extent practicable, offer assistance to a prisoner during such pre-release custody.'

18 USC §3621 (b) provides:

'The Bureau of Prisons shall designate the place of the prisoner's imprisonment. The bureau may designate any available penal or correctional facility ... the Bureau determines to be appropriate and suitable.' A CCC meets the definition of a 'penal or correctional facility.'

Therefore, the Bureau is not restricted by \$3624(c) in designating a CCC for an inmate and may place an inmate in a CCC for more than the 'last ten per centum of the term,' or more than six months, if appropriate. (Emphasis supplied).

Section 3624(c) however does restrict the Bureau in placing inmates on home confinement to the last six months or (10%) of the sentence, whichever is less."

10. Upon information and belief, until directed by the 12/20/02 Memorandum, the FMC Devens Camp, of which the Respondent is the Warden, had consistently recommended "most inmates ... for a six month placement at a CCC ..." (as recited by Nancy Patterson, Unit Manager, FMC Devens Camp, in her Declaration of September 15, 2003 in the case entitled Goldings v. Winn, District Court for the District of Massachusetts No. 03-40161-WGY

dent's reply to the BP-9.

- 17. Upon information and belief, citing the 12/20/02 Memorandum, all of the BP-9, BP-10 and BP-11's filed since December 2002, by other inmates, asking for six-month CCC designations have been rejected/denied.
- 18. Anticipating denial/rejection of his BP-9 filed on January 30, 2004, the Petitioner plans to file a timely Regional Administrative Remedy Appeal (a so-called "BP-10") addressed to the BOP's Regional Director pursuant to 28 CFR §542.10-§542.19.
- 19. Anticipating denial/rejection of his BP-10, the Petitioner plans to file a timely Central Office Administrative Appeal (BP-11) addressed to the General Counsel of the BOP pursuant to 28 CFR §542.10-§542.19.

CAUSES OF ACTION

Erroneous Interpretations

20. The Petitioner alleges that the 12/20/02 Memorandum is based upon erroneous interpretations of 18 USC \$3621 and \$3624 in relation to the transfer of inmates to a CCC and the designation of CCC as a penal or correctional facility. The "...BOP's new interpretation of the relevant statutes is contrary to a plain reading of the statutes, inconsistent with the prior rational interpretations of the statute propounded by both the BOP and OLC, and not supported by the legislative history surrounding the enactment of the statutes in 1984." Zucker v. Menifee No. 03Civ 10077(RJH) (S.D.N.Y. Jan. 21, 2004). See Monahan v. Winn, 276 F. Supp. 2d 196 (D. Mass. 2003); Greenfield v. Menifee, No. 03Civ.8205 (Wood, J.) (S.D.N.Y. Oct. 31, 2003);

Cato v. Menifee, No. 03Civ.5795, 2003 WL22725524 (Chin, J.) (S.D.N.Y. Nov. 20,2003); <u>Iacaboni v. United States</u>, 251 F. Supp. 2d 1015 (D.Mass.2003); Ferguson v. Ashcroft, 248 F. Supp. 2d 547 (M.D.La 2003).

Failure to Meet the APA Requirements

- 21. The BOP Program Statement No. 7310.04, in effect continuously since 12/16/98 until at least the date of filing of this petition, clearly articulates that the BOP was not restricted by 18 USC §3624(c) in placing an inmate at a CCC for a period in excess of the last ten (10) percent of his/her custodial term, and more than six (6) months if appropriate.
- 22. Upon information and belief, until directed by the 12/20/02 Memorandum, the FMC Devens Camp, of which the Respondent is the Warden, had consistently recommended most inmates for a six-month placement at a CCC.
- 23. The 12/20/02 Memorandum's directives mark a significant change from the long-established transfer-to-CCC policy.
- 24. The U.S. Supreme Court has held that the rule-making provisions of the APA do apply when an agency adopts a new position inconsistent with any of the agency's existing regulations.
- 25. The BOP's new rule, outlined in the 12/20/02 Memorandum, is invalid because the rule-making notice and comment requirements of the APA 5 USC \$\\$551, et. esq., were not followed. See <u>Hurt v. Federal Bureau of Prisons</u>, No. 5:03-CV-265-4 (DF) (M.D.GA Aug. 29,2003); <u>Culter v. United States</u>, 241 F. Supp. 2d 19 (D.D.C. 2003); <u>Monahan v. Winn</u>, 276 F. Supp. 2d 196 (D.Mass 2003); <u>Greenfield v. Menifee</u>, No. 03Civ.8205 (Wood, J.)(S.D.N.Y. Oct. 31, 2003); <u>Iacaboni v. United States</u>, 251 F. Supp. 2d 1015 (D.Mass 2003).

Violations of the Constitutional Rights

- 26. The BOP's new rule, outlined in 12/20/02 Memorandum, is being applied to the Petitioner retroactively and is therefore in violation of the Petitioner's rights under the <u>ex post facto</u> and due process clauses of the U.S. Constitution Article I §9, cl.3. See <u>Monahan v. Winn</u>, 276 F.Supp. 2d 196 (D.Mass. 2003); <u>Culter v. United States</u>, 241 F.Supp. 2d 19 (D.D.C. 2003); <u>Iacaboni v. United States</u>, 251 F.Supp. 2d 1015 (D.Mass. 2003).
- 27. Upon information and belief, absent the 12/20/02 Memorandum, the Petitioner would have been eligible under the established BOP policy and practice at FMC Devens Camp for transfer to a CCC six months prior to his Statutory Release Date of February 11, 2005, and under an appropriate exercise of discretion, unconstrained by the erroneous and invalid limitations imposed by the 12/20/02 Memorandum, the Petitioner would likely be approved for six months CCC placement prior to being allowed to be placed in home confinement during the last ten (10) percent of his term beginning on November 25, 2004.
- 28. The Petitioner and his family will suffer irreparable injury if the injunctive relief is denied and the erroneous limitation dictated by the 12/20/02 Memorandum is imposed. Prior to the beginning of his sentence on December 10, 2002, the Petitioner had established a marketing consulting practice which he suspended to serve his incarceration. The Petitioner has had plans, at the earliest possible time, to restart his consulting practice, which takes time to establish (as contacts must be reestablished and potential

client relationships developed), while being employed simultaneously, and aid towards maintenance and advancement of his family, business and societal responsibilities. To the extent the erroneous limitation of the 12/20/02 Memorandum delays his return to restart his consulting practice, the Petitioner and his family would suffer harm that can not be repaired and recouped.

- 29. Even though he is pursuing relief through the BOP's administrative remedy program, the Petitioner claims that these efforts will be futile because all those who will be responding to the Petitioner's appeal through the administrative remedy program are required to follow the limitations imposed by the 12/20/02 Memorandum. Upon information and belief, the authority to withdraw or invalidate the 12/20/02 Memorandum is vested in officers and employees beyond the highest level (BOP's General Counsel) of administrative appeal available to the Petitioner. Therefore, unless the 12/20/02 Memorandum is withdrawn by the BOP, seeking relief through the administrative remedy program is an exercise in futility.
- 30. Since the Petitioner has no adequate remedy at law for damages, only the relief requested in this Petition granted by this Court can address this conflict.

STATEMENT OF THE APPLICABILITY OF HABEAS RELIEF PURSUANT TO 28 USC \$2241 TO THE INSTANT CASE AT BAR

31. The Petitioner is seeking habeas relief pursuant to 28 USC \$2241, which typically challenges the execution of a federal prisoner's sentence, "including such matters as the administration of parole, computation of a prisoner's sentence by prison officials, prison disciplinary actions, prison transfers, type of detention and prison conditions." Jiminian v. Nash, 245 F3d 144, 146 (2nd Cir. 2001); see also Kingsley v. Bureau of Prisons, 937 F2d 26, 30 (2nd Cir. 1991) ("Challenges to the length, appropriateness or conditions of confinement are properly brought under 28 USC \$2241").

Several petitions challenging the new BOP policy have been brought under this section. Monahan v. Winn, 276 F. Supp. 2d 196, 203 (D.Mass. 2003);

Zucker v. Menifee, No. 03Civ. 10077 (RJH) (S.D.N.Y. Jan. 21, 2004);

Greenfield v. Menifee, No. 03Civ. 8205 (Wood, J.) (S.D.N.Y. Oct. 31, 2003);

Hurt v. Federal Bureau of Prisons, No. 5:03-CV-265-4 (DF) (M.D.GA Aug. 29, 2003).

RELIEF REQUESTED

WHEREFORE, the Petitioner prays:

- 1. That the Court order an immediate hearing on this request for a Writ of Habeas Corpus under the authority recited in 28 USC §2241.
- 2. That the Court declare the CCC policy dictated by the 12/20/02 Memorandum to be invalid.
- 3. That the Court enjoin the Respondent, his agents, employees and attorneys from limiting the CCC eligibility of the Petitioner to ten (10) percent of his sentence based upon the 12/13/02 Opinion and as dictated by the 12/20/02 Memorandum.
- 4. That the Court direct the Respondent to grant to the Petitioner, as he would have received, placement in CCC six (6) months prior to his Statutory Release Date of February 11, 2005 before being allowed during the last ten (10) percent of his term to be placed in home confinement.
- 5. That, in light of the short time between the Court's anticipated decision and August 11, 2004, the Court direct the BOP to review immediately, on an expedited basis, the Petitioner's CCC status applying the pre-December 2002 criteria without consideration of the policy stated in the 12/20/02 Memorandum.
- 6. That the Court direct the Respondent to implement its CCC decision as applicable to the Petitioner without delay to enable the Petitioner to have the full benefit of this relief.

7. Any other further relief that the Court may determine to be necessary and proper and which justice may require under the circumstances.

Dated: March 2, 2004

RESPECTFULLY SUBMITTED,

Klane

KARAMJEET S. PAUL, Pro Se 38516-060 Unit I Federal Medical Center Devens P.O. Box 879 Ayer, MA 01432

VERIFICATION

I, KARAMJEET S. PAUL, do hereby certify that all of the facts and circumstances as stated by me in the instant Petition are based upon information and belief, and are true and correct to the best of my knowledge.

Dated: March 2, 2004

RESPECTFULLY SUBMITTED,

KsPaul

KARAMJEET S. PAUL, Pro Se 38516-060 Unit I Federal Medical Center Devens P.O. Box 879 Ayer, MA 01432

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UNITED STATES DISTRICTOR MASSACHUSETTS - 40037

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